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WHITE PAPER

CURRICULUM POLICY IN ALBERTA

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P R E F A C E

The last decade in Alberta has witnessed considerable activity with respect to the ends and means of education. Central to that activity were committees operating under the direction of the Curriculum Branch which developed papers on the goals of Education. These papers, originally for elementary and secondary levels, were combined in a statement of Goals of Basic Education. A final statement prepared under the direction of the Curriculum Policies Board, advisory to the Minister of Education, became an historical precedent by being adopted by a resolution of the legislature, Government of Alberta. In the adoption process this statement was divided into Goals of Schooling and Goals of Education. The former identified the ends of education which were to be the primary role of the school, while the latter were to be the shared responsibility of family, community and school.

Coincident with the above activity the government of the day established the Worth commission to study education. Its recommendations were published in a report entitled, A Future of Choices: A Choice of Futures: Life long learning was among its numerous recommendations. Early childhood programs, communication networks, and extended programming in further education are outcomes of its recommendations. Its major thesis was that alternative futures faced us, but would be determined in large part by the choices of the present and the degree of enthusiasm brought to bringing those choices to fruition.

Despite the above developments voices of discontent with basic education could be heard in the media and were forcefully expressed in representations to government. Most prominent among the voices were those who clamoured for a "return to basics". In order to determine more clearly the meaning of the clamour and the degree to which it was supported, a paper, Alberta Education and Diploma Requirements, by J. Harder, was prepared. This paper proposed a systems approach to education in which, under provincial leadership, objectives would be determined, programs selected to meet the objectives, student achievement of the objectives assessed, and remedial instruction provided when achievement levels were unacceptable. In short, closely controlled instruction was proposed. The public responded through open meetings, briefs, letters and in seminars conducted throughout the province. In some cases detailed, analytical responses were submitted. Responses were both highly critical and supportive, ranging over a diversity of opinion which was as varied as the individuals and groups who reacted.

In the above reaction participants were not in favor of major changes in education. This general position wothwithstanding, A. Earl, in Public Response to Alberta Education and Diploma Requirements, identified improvements which the public favored.

- encouraging schools to provide programs with more rigor;
- placing increased emphasis on improving communication skills at all levels;

- demanding higher standards of achievement;
- designating core content in every subject area to be mastered by all students, except those with learning disabilities;
- providing programs and facilities to meet the needs of children and youth who exhibit special problems;
- maintaining flexibility in the high school program, but insisting on meaningful options.
- monitoring all through the system with a minimum of auditing at the provincial level;
- encouraging professional responsibility at all levels of jurisdiction.

Mindful of the relationship of the above recommendations to the performance of its mandate in establishing policy for program and process in curriculum development, the Curriculum Policies Board called for the development of a position paper which would provide a basis upon which to exercise its mandate. This paper, an initial draft of such a basis, has been developed by an editorial committee. The editorial committee, with representation from the chamber of commerce, federation of home and school, labor, superintendents, teachers and trustees' associations, with the assistance of an author R. Patterson, has prepared this paper. Consultative services have been provided by A. Earl. The committee has been chaired by the director of curriculum.

Implicit assumptions have determined the nature of the position paper.

1. Society is dynamic, with many changes being sudden and in some cases traumatic.

2. Schools are one of many influences which have a significant impact upon the education of children and youth.
3. Schools may reflect the dynamics of society but singly cannot lead society even if permitted to do so.
4. Specific changes with respect to the program and process of schooling must be undertaken within the rubric of continuing and emerging trends stated in general terms.

In keeping with those assumptions the paper begins with a synopsis of the social, economic, political and educational trends which have characterized, and continue to characterize, our society in Alberta. The implications of these trends are also identified. To accent the enduring significance of these trends and implications, a case study of the social studies (including both content and process elements), has been developed. This was done to demonstrate the need for prudent consideration of current social, economic, political and educational trends in making recommendations with regard to program and process.

With respect to assumption #4, that is the rubric of continuing and emerging trends, the paper enunciates some premises to be explored. These proceed from general to specific, in areas of program, instruction and policy making. To enable the extension of the paper to the operational level it concludes with the Goals of Basic Education and with general objectives in selected subjects. It is suggested that the latter mark the primary frame of reference for coordinating committees to:

1. Assess the adequacy of programming in their subject area, having regard for the goals, with the contents of the white paper as background.
2. Recommend upon maintenance or revision of programs with particular attention to articulation with other subjects.

Conclusion

Those who study policy for social planning constantly remind us that although specific decisions must be made we must always be mindful of the deeper questions of life. Although such questions have always been present, they have not always received concentrated attention by humankind. As a consequence conditions are reaching dilemma proportions. Therefore no institution in a society can be unmindful of its rightful role in attending to solutions. Four questions are of major importance to schooling and education.

1. How can personal worth of individuals be developed and maintained in a technological society which is removing from a larger sector of its population the opportunity to make a status contribution to the society?
2. How can caring be demonstrated which will foster sharing between "haves" and have-nots"?
3. That is an acceptable relationship between man's needs for survival and the replenishable and non-replenishable resources of the earth?

4. What structures and processes for individual and collective decision-making will best support the acceptable relationship cited above?

Prepared by
E.A. Torgunrud

Chapter One: The Nature of Society

The story is told of a railway executive who, following the extremely harrowing experience of being lost while on a winter hunting trip, was fortunate to stumble across a telegraph station owned by his company. As he entered the building and made his way to the counter, he observed that the telegrapher paid little or no attention to him. Not only was the reception cold, but the building was as well for the only heat available came from a small stove near the agent's desk on the other side of the counter. In an attempt to arouse the station agent, the company officer asked why the larger stove was not lit. With evident displeasure for the interruption, the telegrapher curtly replied, "I'm too busy sending wires to build fires." Angered by the insensitive behavior of the agent, the railway executive wrote a message on a pad, requesting, in turn, that it be sent. It read, "Fire the telegrapher who forwards this message." The content of the message, elevated in importance and seriousness by the addition of the name and position of the executive, stirred the telegrapher to immediate action. Hurriedly, he rushed from the building, returning moments later, laden heavily with fire wood for building and maintaining the fire in the larger stove. Sometime later, when asked whether or not he had sent the message, his reply was, "No sir, not yet. I'm too busy building fires to send wires."

A fresh perspective

Whether true or not, this anecdote contains an important insight which is relevant to the task of analyzing and describing human and societal conditions. Not unlike the telegrapher in the story, individually and collectively, we become so engrossed and busy in what we are doing that we lose sight of what is happening around us. The quality of life experienced by ourselves and by others does not receive the scrutiny it requires for sustenance and elevation. Like the telegrapher, we all benefit from a fresh perspective. It is to be hoped that such a perspective may be gained as a result of our personally initiated reflection and detached objectivity rather than from a rudely interjected message from individuals, groups or unpleasant circumstances. Whatever the source we need to have occasion to examine what we are doing, where we are pointed and what alternative means and ends are available and worthy of our attention. There is more to life than the activities, values and outcomes which constitute the range of our experience. No matter how comfortable a life style becomes for individuals or societies, there is benefit to be gained from the re-examination and re-definition of that existence. The value of the examined life, urged centuries ago by Socrates, remains as important today for individuals and collectivities, as it did when first advocated. Not only is it vital to see that such introspection occurs, but it must not be allowed to become dysfunctional. As nice as it would be to stop everything while such questions are being asked and answered, such cannot be. Life must go on. As it does, it is possible to redetermine and reset our

Self-satisfaction

The value of reflection

Consideration of alternatives

The examined life

course. The path is not unalterably fixed.

When the examination or re-examination of life and its attendant problems occurs, the basic or fundamental concerns of our existence , along with the derived or symptomatic ones should be identified. Not infrequently, the analysis centers on symptomatic problems and ignores or overlooks the deeper, underlying malaise which precipitated the symptom. Just as in medical cases, in social conditions treatment of external signs without diagnosis and treatment of causal conditions leads to reoccurrence of ailments. A classic example of this distinction may be noted using the parable of the good Samaritan. A traveller was beaten, robbed and left by the roadside. Respected citizens saw him and continued on their way. Finally, a Samaritan stopped, bound the man's wounds, delivered him to an inn and paid for his care. Without such assistance, the injured man would have continued to suffer, unable to help himself. As important as it is to be ready and willing to address the needs of the wounded man, it is even more vital that someone address the question concerning the cause of the problem. Unless the reason behind the man's injury is discovered and dealt with, there will be other incidents and an endless drain on human and material resources. For instance, in our society there are many unemployed adults who do not have enough money to maintain themselves and their families. They need financial assistance to survive. They need much more. They need someone to recognize why they are unemployed and to offer the help which will deal with the underlying

Two levels of concern: fundamental and symptomatic

The importance of dealing with fundamental concerns

Dealing with causal conditions, a number one priority

causes of their misfortune. The absence of such analysis and treatment will result in the gradual, but certain, increase in the disorder. This is being recognized now as we observe several generations of one family requiring the same type of welfare assistance. Remedial help has been provided, but, by itself, such support is only an expedient, stop-gap measure. It cannot suffice as the approach to be followed. The problems need to be explored and treated on two different levels, the superficial level of symptoms or effects and the more basic level of causes. If we deal exclusively with expedient action, we touch only the present. The underlying poison continues to spread unabated and new social problems arise to plague future generations. Recourse to expediency is costly; both human and economic resources are drained endlessly.

The limitations of expedient action

This phenomenon is evident within our own society. In spite of our advances in technology and science we face an increasing array of human and social problems which challenge our abilities to resolve them. For the majority of the years encompassed by Canadian history, the people of this country have lived essentially self-sufficient lives, primarily in isolated communities or in rural areas where their associations have been characterized by neighborliness and considerable commonality of perspective. Differences existed in and among communities and groups, but the population, in spite of these differences, adhered to essentially the same standards of right and wrong, shared common aspirations and worked in similar ways to achieve their goals.

Value consensus in the traditional community

This once stable, seemingly immutable society has, during the twentieth century, been remarkably transformed. No longer does the image of the rurally-oriented, hard-working, puritanically-minded and conservative citizen and society prevail. Instead, we are faced with a picture of a highly urbanized population, possessed of greater leisure, more possessions and fewer commonally-held values.

The emergent culture

Traditional values and customs are under attack with the related result that they are losing their authority and place as the ordering principles of our society. The established role definitions of individuals and of institutions are being re-assessed and revised as new behavior patterns gain acceptance. Whereas in the earlier period of our history there were instances of discord as new ideas, practices and values challenged the established order, the rate of change, then, was more gradual and evolutionary. A predominant way of life was firmly ensconced and it yielded slowly to the forces of change. In the more recent past, the pace of change has accelerated rapidly with the result that a greater measure of dissonance has become apparent. In the absence of a clear, unequivocal signal providing direction to thought and action, instability and uncertainty seem on the increase.

As the commonly held core of values has decreased in size and, as contrasting value systems compete for acceptance, the fabric of our social structure has been weakened. Various forms of social disorder have become apparent. Consensus on significant social

issues and values has become more and more difficult to achieve. The whole social structure seems inclined toward disorder and disintegration.

The impact of science and technology

Numerous factors have contributed to these unsettled times, but none as significantly as the progress of science and technology. Advances in these fields have resulted in mechanical conveniences and physical comforts, but even more importantly, they have contributed to basic cultural changes which in turn have created serious social problems. Even more distressing is the fact that as scientific knowledge and techniques continue to accumulate, the rapidity and complexity of change grow at an exponential rate. These inventions affect social life in a variety of ways. They create new jobs and destroy others; they overcome geographic distance thereby bringing people of the world together in a global community; and they stimulate and facilitate the concentration of people in large centers of population. Each of these developments creates new social circumstances and values which frustrate the pursuit and build-up of a consensus on commonly accepted behavior and values.

The changing world of work

Scientific and technological advances have had and are having a more pervasive impact on modern living than generally is realized. Most apparant is the labor, time and energy saving contribution bestowed universally upon all members of society, young and old, rich and poor, men and women. Not as widely recognized and

appreciated are some of the related side effects of these advances. The lives of many, unwittingly, have become enslaved to and dominated by machines and instruments, the operation and utilization of which are beyond their comprehension. Yet only at the peril of considerable inconvenience and frustration could these inventions be relinquished. We have reached a point where technological advances appear to have outstripped the average person's ability to understand and to control them. Labor-saving devices have tended to make numerous jobs obsolete, new forms of employment available and most work highly specialized. The uncertainty, confusion and isolation created by these inventions are indicators that one's occupation does not provide the basis for self-fulfillment that it did formerly.

The work ethic has been for centuries a prominent, fundamental ingredient of the value system in western civilization. Work has been regarded as being essential to survival and, generally, only the extremely handicapped, the very young or very old and the incapacitated have been exempt. Not only was it the avenue whereby one acquired the goods and materials for life, but it was also regarded as a vital means for inculcating respected values such as industry and responsibility. The world of work has been heralded as the most essential learning experience in the education of youth. It has succeeded when institutions have failed. However, du in large part to scientific and technological inventions, the work world is changing. Leisure time has increased as the work day and work week have been shortened. Unemployment has continued to grow.

Work vs leisure

Since many jobs have little intrinsic capacity to satisfy, increased attention has to be paid by managers and employees to conditions which promote good industrial relations. As productivity declines, the cost of goods increase. It has become essential in order to meet the expectations for a higher standard of living, to mass produce and to standardize products. In turn, high consumption, built-in obsolescence and credit-buying have become basic features of the system. Advertising and propaganda are necessary to maintain high consumption. A life style is depicted which emphasizes acceptance by others, conformity and personal indulgence. The successful person is the one with the beautiful body, good-looking companions, possessions and leisure. In the face of these developments the non-conforming, private, frugal, independent person has become suspect and an inherent threat to the system. Various counter culture groups have provided one form of negative reaction to this trend. Many authors have commented on the depersonalizing and demeaning effects of our mass producing, consuming society. They point out that our increased consumption is not only an outgrowth of advertising and propaganda, but it also stems from the availability of abundance and leisure. As more goods have been produced more readily it is possible for a greater number of people to acquire these goods. At the same time as this abundance is created, more people have leisure time and fewer sources of personal satisfaction. As a result, they consume and acquire in an attempt to add meaning and satisfaction to their lives.

The importance of consumption

As the nature of the work world is changing so, too, is the general attitude of society toward it. Social welfare legislation has removed some of the personal threat associated with unemployment. The expectation that employment should offer personal fulfillment seems to be on the decline being replaced instead with the idea that the best job is the one which offers the maximum advantage as far as participation in the new ideal of the leisure, consuming society. Whereas in an earlier period, people were more inclined to endure employment dissatisfaction, and to heighten their productivity, such seems to be less the case now. Work is no longer regarded as essential to survival and our society, so imbued in its tradition with the importance and value of work, is experiencing difficulty in coping with this fundamental value shift.

Growth of social disorder

Another important change which has occurred, particularly in the recent years of the twentieth century, is the breakdown of the old-fashioned community. The intimate personal relationships of the small town or neighborhood have been displaced by large towns and cities with their more impersonal modes of life. The bewilderment, isolation and frustration associated with the complex and impersonal nature of these large urban communities has given rise to a greater incidence of crime, vandalism, suicide and mental and social breakdown. So common have these actions become and so well known through the media, that they are no longer limited in their occurrence to large urban centers. With the growth of industrialization and urban life the influence

and reinforcing nature of the community has been disrupted. Social consensus has deteriorated to the point where the individual is more or less socially isolated. The controlling influence of face-to-face relationships in small intimate group life has all but disappeared. Whereas for a time the impact of this shift in perspective was centered on the quality and nature of the community, it is now spreading to the family. Traditionally defined roles and functions are being altered with the related result that new problems and needs are being created. Children and adults are less likely to find the family offering the conditions of security, love, discipline and instruction which have characterized this association in the past.

The family under stress

The technological and social conditions which have made the world our community have contributed in a significant way to our unsettled times. No longer are the experiences, values, possessions or living conditions of different populations able to exist in isolation and seclusion. The atrocities of war, the horror of violence and crime, the anguish of starvation are all transported from their sometimes geographically remote locations into the lives of the majority of the people in the industrialized, highly-developed world. Irrespective of our age or station in life, the disparities, the value conflicts, the alternative life styles, and the struggles of the world community are now common fare for us all. Television, motion pictures and limitless publications convey messages of a new morality which challenges and undermines established value patterns. So pervasive and so varied are the means whereby these communications are conveyed, that even the most vigilant find it impossible to monitor and to regulate the flow of information to their complete satisfaction.

The global community

The insidious influence of media

As indicated earlier, we live in an era where individuals believe they have a right to enjoy the benefits and abundance of society. It is also a time when long standing stereotypes are being laid to rest as aspiring individuals and groups clamor for immediate change. For example, as women voice their right to similar opportunities as those for men, they expect that policies and practices will change quickly as evidence of support for their claim. Such changes require considerable realignment in the thinking and acting of many people, but they also require pronounced shifts in economic resources. Similarly, the move to offer to Indian children or to multiply-handicapped children access to educational provisions from which they may benefit, necessitates large expenditures of money and major value shifts. The cost and authority of government continue to expand and are now at a point where people are expressing their dissatisfaction with this trend.

Changing aspirations

Some of our contemporary Canadian social issues may be placed and understood in the context of this shifting democratic value perspective. Specific populations, including Indian and Eskimo people, French speaking Canadians and lower economic groups argue that their disadvantaged positions in the social and economic structure of the country derive from long standing traditions and practices which, if altered and compensated for, could remedy or, at least, improve their circumstance. Such a move requires governmental intervention, major reallocation of resources and disruption of established behavior and value patterns. The self-interest motive prevailing and being encouraged in our midst makes such realignments difficult to achieve. The nature

Equality of opportunity in the Canadian context

of the conflict centers on the clash between personal, selfish preferences and a notion of the commonweal. What are we prepared to relinquish in order to ensure equal opportunity to a larger number of the world's population, first in our local communities, then in the nation and ultimately around the globe?

Personal interest vs group welfare

Another dimension of the change occurring in democratic thinking and practice is the increase in individual and group self-determination. The rights of more and more people are being identified and protected. Children, long treated as though they were devoid of rights, are now gaining special status and recognition in the courts. Women, similarly, are speaking out for a new position in our society. No longer is tradition a sufficient authority for action. In fact, as individual rights and authority are elevated in importance and gain greater acceptance, sources of authority external to the individual begin to be viewed as arbitrary, autocratic and undesirable. Traditional sources of social discipline in our society have come under scrutiny. It should not be surprising, therefore, to see these occupying some of these authority positions, including teachers, parents, policemen, clerics and employers, being confronted and challenged, and growing in disillusionment as they find it difficult to resolve the ambiguity of their once clearly defined roles. As individual authority gains power and acceptance, prescriptive systems of value and virtue lose their holding power. Morality, then, becomes a highly personal, subjective thing and a matter of individual conscience.

Human rights

New attitudes toward authority

There are some apparent contradictions in our social system.

On the one hand there is a growing permissiveness and lack of standards in some areas of human behavior and on the other a demand for greater accountability and discipline. We advocate personal rights and decision-making and at the same time expand government responsibility in order to address apparent social injustices. Participatory democracy is increasing at a time when knowledge is expanding and becoming very complex. Acknowledgement of individual authority has resulted in a corresponding move toward greater public involvement in spheres of decision-making formerly restricted to experts and elected officials. Participatory democracy is on the ascendancy with the result that professional and expert opinion is being relegated to a position of lesser importance. This greater interest and involvement is in part, an attempt to introduce greater accountability into the system. It comes at a time when, given the greater complexity and sophistication of most public decision-making areas, normally one would expect a greater reliance on expert opinion. In instances where institutions are seen to serve to general public satisfaction, there is less inclination toward public involvement and control, whereas, on the other hand, in those instances where the opposite is the case, and for many the school fits in here, greater public participation is apparent and accepted.

Subjective decision-making in an era of knowledge expansion

This shift in authority toward individual relativism permeates the total social fabric and institutional structure of our society. Standards of guilt and wrongdoing are no longer clearly recognizable.

New standards of morality

Remarkable changes have occurred in child-rearing, in the treatment of the mentally sick and the criminal, and in educational practices, all of which reflect a greater acceptance of individual rights and humane considerations. Some of this altered perspective is attributable to the recognition of social inequality as a malaise of society which needs to be reduced and, ideally, eliminated. For much of our history inequities were blithely dismissed as results of natural differences in ability and attitude. However, social science research of the past half century has led to the realization that many social differences are man made. Many differences that have existed, appear to have been the result of elitist actions enforced by forms of social control that have built and maintained a social structure which operated to the advantage and privilege of a select population. Individuals and groups, who by virtue of racial extraction, ethnicity, sex or physical handicap were excluded from or given limited access to the opportunities of advancement and growth available in society are gradually winning in their struggle for equal opportunity. For some these egalitarian notions lead to the conclusion that their failure or lack of success in life is attributable to factors external to themselves. Rather than accept individual responsibility for what one does or becomes, the tendency is towards the condemnation of society as the culprit. Because there is some persuasive evidence to support the claim, when these ideas are advanced in association with rising aspirations

Social responsibility for social inequity

and dreams of particular populations, they generate considerable power. As the vestiges of privilege and discrimination are discovered, then challenged, our established customs, language patterns and role definitions are changing, albeit slowly for me and with considerable agony and frustration. The reversal of these practices does not come with the announcement of the inequity, instead government bureaucratic action and substantial expenditures are necessary to redress the situation. When these interfere with private, selfish interests, the underlying confusion, even contradiction, of these ideals surfaces.

Implications:

Much of what is included in this societal overview should highlight the fact that our society has been experiencing and is continuing to experience a rather remarkable transformation. The old order is gradually giving way to something new. Because we tend to be oriented to the old, it is relatively easy to adopt the role of a harbinger of bad news, a prophet of doom, thus failing to recognize or to accept the emerging values and practices of the new order. We hearken to the past and ignore considerations pertinent to the future. There may be the tendency on the part of some to look for simple solutions to complex problems, and, upon discovering the unavailability or inadequacy of such responses, to become disillusioned. It is easy to succumb to feelings of

The new order replaces the old

helplessness or frustration. Thus, we become part of the problem. Once we realize there are no simple solutions to the problems precipitated by rapid social change, no linear cause and effect relationships, we are in a position to look for ways to handle the discontinuity and uncertainty we experience. It is important to realize that while new values are emerging and gaining acceptance, thereby challenging traditional mores, there is still considerable stability and satisfaction being experienced by the majority of our society. We also need to recognize that man has the ability to solve these problems, if given the appropriate tools and support.

Rather than yield to solutions from the past or to feelings of apathy, we need to create a spirit of community which is based on the shared conviction that we can change for the better and that we all have something to offer in that undertaking.

There are a number of implications based on the foregoing description and analysis which deserve attention. They are as follows:

Psychological:

1. As traditional values and mores lose their significance in the lives of individuals and are not replaced by meaningful, significant alternatives, feelings of alienation, frustration and indifference take root

with the result that people frequently resort to socially unacceptable ways of expressing their feelings. Hence we see increases in crime, violence, suicide and immorality. Excessive consumption and self-indulgence also become commonplace. These manifestations of personal unrest are likely to increase.

Individuals must be helped to understand what is happening, what they have to contribute to the process and how they may obtain some stability in a period of turmoil.

Social:

2. With the continued advance of science and technology we may expect further reduction in jobs, less understanding and control of man's inventions by most people, and the greater development of a world community wherein we all become acutely aware of each others problems, advantages and disadvantages.

Ways must be found to harness technology to assist man in recovering from the exploitation of his environment and to extend its advantages to a larger segment of the earth's population.

The quality of life measured in terms of human fellowship and development must replace

the emphasis upon accumulation of wealth, status, power and influence. Selfish interests must be replaced with social concerns. Individuals must have available to them the experiences, associations and expression of feelings formerly made available through the family and the closely-knit community.

Political:

3. The concept of democracy which is threatened by inconsistency between theory and practice, by inefficiency and abuse, by privilege and by shifting interpretations will continue to come under attack until its basic tenets are re-defined and harmonized.

Individuals, groups, communities and societies must be helped to understand the nature of democratic values and be taught to be effective participants in the system.

Economic:

4. As more people seek material gain and prosperity, the economic disparity between the have and the have not populations increases. If the quest for personal gain continues unabated, that is if selfishness prevails, other values related to the quality of life will not flourish. Therefore, a major shift in thinking must occur in order to

> reset our priorities in a way which will allow for our limited resources to be more widely distributed. Realignment of financial priorities and rewards is also necessary if people are to have satisfying work experiences. Complete leisure would be self destructive.

The overriding implication of the foregoing analysis is that education, of which schooling is a part, is the focal point of the solution.

Schooling in a Period of Change

The relationship of school and society

The school is a part of the community; it bears an interdependent relationship to that larger social system. In effect the school reflects significant aspects of society and in turn helps to influence that society as it educates the students in its charge. This means that social changes of major magnitude, such as new ways of making a living or new political and economic beliefs or rapidly changing values perspectives, will ultimately affect the purposes, the content and the methods of schooling. Fundamental changes in a culture always breed confusion and uncertainty for both the public and the teaching profession about the goals of the school and the means of achieving them.

The axiom that times of crisis and uncertainty precipitate criticism and change is nowhere more readily demonstrable than in relation to schooling. This reflects the intimate, interdependent relationship of school and society. In a period of cultural upset

and reintegration a number of problems become readily identifiable for those responsible for schooling. It becomes unclear to the teaching profession which objectives should guide the educational system. Some would argue for the old virtues and ways of life, others would negate these while advocating new ideals and the advantages associated with emerging life styles and values. The appeal in times of transition to such abstractions as the development of a good citizen or the teaching of the fundamentals does not solve the problem. How is the good citizen to be defined? To what traditions, ideals, beliefs, and patterns of conduct would he have to be loyal? The so-called fundamentals are also less clear or obvious. The conclusion to be drawn from this discussion is that a period of profound cultural transformation will upset the school and require that it be reconstructed with respect to purpose, content, method or instruction and means of evaluation. As well, it can be expected that the teaching profession will experience uncertainty as to the kind of educational program to offer, based on the equivocation in the larger society. The principal educational task in such a period arises from the fact that during a time of transformation, the common orientation of the people is profoundly disturbed. They are confused as to what to believe, what to strive for, and what to defend. Depending on the degree of disintegration, the capacity of the people to think, feel and act as a unit is reduced.

The effects of societal change on schooling

Their communication breaks down for, as their community of ideas and habits dissolves they no longer respond alike in similar situations.

The role of the school in a time of uncertainty

The school, in conjunction with the other educational agencies of the society can make an important contribution in expanding the common orientation held by the individuals in the community. Both new and old cultural elements must be mutually adjusted to produce a cultural synthesis. The new set of ideas, values and practices must offer something to all members of society.

It is extremely difficult to create or to maintain a uniform educational program in a society marked by fundamental confusion and conflict. Such a society is devoid of an obvious standard of public welfare and without agreement as to the type of person which the school should strive to develop. In other words, those responsible for the formal education of the students have no clearly defined idea of the ends and purposes of education. No question is more basic to the enterprise of schooling. As Meiklejohn has observed:

> One of the greatest failures of our contemporary training of teachers is that they become mere technicians. They learn the tricks and devices of the classroom. But they do not learn the beliefs and motives and values of the human fellowship for the sake of which the classroom exists. The primary question of teaching theory and practice is one of purpose. Why do we teach? What should we teach? For whom do we teach? What is our goal, and what is the source of its authority over us? Those are the questions which must be answered if our teachers are to be themselves members of the fraternity into which they seek to initiate their pupils.

The behavior of a professional teacher is guided by his/her concept of service or by the goal being sought. Unfortunately, that conception of service is not always clear. Clear or not, it serves as his guide to making all kinds of decisions. Clarity is obviously an immense aid to the educator who must answer the question of "why?" Why don't you teach more science? Why isn't there a three year course in Ukrainian? Why do you allow such books in the library? Why waste time with "frill" subjects? Valid answers to such questions can be expected only when there is a clear conception of the service to be rendered.

Purpose: the governing or ordering principle

In the same way, a clear knowledge of the purpose and rules of baseball gives us an understanding of what orders the selection of players and managers and what determines the relationships of owners to managers and players. It also orders the relationships of all to the umpires. All the interactions of those involved are principled by the purpose of the activity. Moreover, our judgments about what constitutes unskilled, unethical, and irrelevant behavior are similarly principled.

Presumably little league baseball has a different purpose and therefore has modified rules. Behavior appropriate to major league competition would often be considered out of place in this context. For example, the ideal of making the game an enjoyable experience and giving everyone a chance to play is not that of a manager hoping to win the pennant. On the other hand, playing the best nine boys for the total game would be unforgivable behavior on the part of a little league coach.

In the absence of a common persuasion and outlook, various individuals and groups, holding divergent conceptions and beliefs about such vital matters as the nature of man, the goals and standards of public welfare, and the role and purpose of the school, recommend different activities for schools. To the degree that society is divided and confused with respect to its fundamental intellectual and moral postulates, no unified consistent pattern of education is likely to gain general assent, either in the profession or with the public at large.

The effect of purpose on the means of schooling

The confusion and conflict associated with a transitional period provide a limited foundation for a clear, coherent, complete educational program. In trying to construct such a program the educational profession cannot ignore the disorder in the contemporary society nor can it arbitrarily impose a set of values on the system. The profession is thus caught on the horns of a dilemma. Since society is not clear and certain about its fundamental postulates and goals or about the kind of personality related to those standards and purposes, the educational profession has no obvious and secure mandate to guide and direct its educational decisions. The school then is faced with the challenge of finding a way of mediating a confused culture in the midst of change; at the same time developing sound integrated personalities in a way acceptable to the majority of the society. Also, the school, in conjunction with the other educational agencies of the society can make an important contribution in expanding the scope of the commonly held value orientation of the society. A cultural synthesis must be produced. The new set of ideas, values and practices must offer something to all members of society.

The professional dilemma

Implication:

In a time of social change and disruption, the school, as a mediator between the child and the culture, is without the direction provided by a society which has a clear, decisive idea of the public good. Inasmuch as all activities of the school are ordered by purpose or by the conception of service to be offered, then it is likely that most reform measures will deal with symptomatic or superficial concerns and will enjoy, at best, very limited acceptance. We need to accept that during a transitional era a clear, unequivocal direction is not likely to be established.

The school may play an important role in helping the society develop a standard of public welfare to serve as the basis for order and clarity. Such a role places emphasis upon involvement. Just as students need to experience the challenge of identifying problems, possible goals and appropriate programs, so too, this involvement approach must be extended to include all members of the society. To do otherwise is to impose a program, but not to build the basis of agreement or to establish a new social consensus.

The approach used in developing a new curriculum should be similar to that used in establishing a commonly-held view of the public good; the emphasis should be upon the process rather than upon gaining quick agreement. The rate of change is so fast now that we can expect constant readjustment in the future.

Chapter Two: Analysis of Educational Change: A Case Study of Policy Implementation

The material in this chapter describes and analyzes a major curriculum change which was attempted in Alberta approximately forty years ago. There are several reasons for the introduction of this material. Policy determination and implementation should be based upon sound principles. The examination of real rather than hypothetical instances of curriculum policy making and policy implementation lends itself to the identification of key concerns and issues and to the development of guidelines for action. Historical examples, particularly those sufficiently dated to ensure more detached, objective analysis, are especially useful. In contrast to more recent cases: illustrations such as the one included in this chapter, are less subject to biased analysis based on limited personal experiences, political considerations or concerns for protecting the interests of contemporary authorities. The important contribution of a case study approach is that it offers the reader a chance to consider the types of questions deserving attention in the present. Thus the concern in this chapter is not with the detail of the policy; instead it is with framework employed to examine the policy. What factors were significant in this instance of curriculum policy? In other words, this historical example is made available for the insights into contemporary and future action it may offer.

In 1936 Alberta had the dubious honor of being singled out by a leading American educator for possessing an educational system which was "old-fashioned, reactionary, and effete." Professor Russell, Dean of Teachers' College, Columbia University elaborated on his claim in the following manner:

A school system transformed

> If there is any place on the American continent where the old conservative educational ideals hold sway it is the Province of Alberta. They are innocent of "modern" educational methods. They are guiltless of progressive education. They center their attention upon reading, writing and arithmetic. They keep the one teacher country school. Their instructors have been drilled in the subjects they teach. No trick methods. No standard tests .... There is no over-elaborate curriculum.

Just four years later Professor H.E. Smith of the University of Alberta noted that Alberta possessed "an educational programme second to very few in America in so-called progressiveness." According to Smith, Alberta was involved in a province-wide experiment testing a theory. The theory under review was progressive education.

The circumstances associated with this curriculum reform are of interest in relation to contemporary policy determination, implementation and evaluation for a number of reasons. Pronounced social upheaval and change confronted the reformer of the 1930's just as they do now for the policy maker of the 1970's. The action taken in the mid-1940's to end the era of progressive education bears considerable similarity to ideas being considered presently as solutions to the alleged contemporary problems in education. The most significant reason for examing

The relevance of an historical case study

the changes and the processes of change associated with the introduction of progressive education is that such an investigation, in that it includes a study of reasons for change, major participants, sources of opposition, implementation and evaluation procedures and extent of adoption, provides the basis for insights which will be useful in relation to contemporary policy-making. The use of the historical example lends itself to a detached, more objective analysis than does the immediate, contemporary situation. For these reasons a retrospective glance will be taken, followed by an application to the present and the future.

Alberta society in the inter-war years: a period of changing social, economic, political conditions

The announcement in 1934 that the curriculum of Alberta's school was under review came at a time when the effects of the deepening depression had already made an indelible mark upon the residents of the province. The fortunes of the primarily rural economy had fluctuated considerably during and since World War I, but following the 1929 crash there had been no improvement nor cause for optimism. The majority of Alberta's residents were beginning to give serious consideration to the causes of their problems and to alternatives in politics and economics. The existence of a farm government, the United Farmers of Alberta, in office since 1921, helped to make people more aware of the plight of the rural populace, but seemed to make little difference in improving its economic condition. The twenty year period, spanning the years between the two world wars, was a time of remarkable change. Reform causes were popular. The rural

residents of the country were not alone in the pursuit of improved social, economic and political conditions. Women struggled for and acquired the right to vote. Laborers began to organize and to be more vocal about high living costs, low wages and uncertain employment conditions. By the end of the 1920's, Canada was faced with the realization that industrialism, with its attendant benefits and problems, was here to stay. While industrialization and urbanization precipitated problems of their own, they helped to focus attention on and to highlight the apparent disparities between the quality of life in rural and urban settings.

Signs of unrest and change

Inequality for rural residents

Nowhere was the inequity between the two populations more evident than in the provisions made for schooling. Very early in its administration, the UFA government had acknowledged the existence of this problem and had attempted to provide for the redress of the injustice. Generally, these attempts, including consolidation of school districts, a new curriculum and the encouragement of larger administrative districts, fell short of the mark. Rural schools, typically multi-grade, one room, one teacher facilities in isolated locations were the focal point of controversy and dissatisfaction throughout the period prior to the outbreak of World War II. These schools were subject to a variety of pressures, any combination of which resulted in a questionable quality of educational experience. One of the more acute concerns of the 1930's was that associated with changing enrollment patterns. Since the turn of the century, the western provinces had experienced

The typical rural school: a case study of inequality

phenomenal increase in school population. At first the increases, precipitated largely by the influx of immigrants and the ready availability of land, were felt in the elementary schools. However, the pattern gradually changed. After the war, not only were more children attending school; they were also staying longer. Hence the adequate provision of secondary education became a real concern. With over sixty-five per cent of the province's classrooms, as late as 1935, being located in one-room schools, it is not surprising that this increased secondary school population placed a great additional strain on an already overly-burdened system.

Pressures on rural education. Enrollment growth in an overly burdened system

Many rural schools faced the further concern of inadequate funding. It was not uncommon for rural schools to be closed extended time periods, either because the district could not afford, find or retain a teacher. Often the teachers who entered the rural schoolroom were inexperienced and inadequately prepared for their new assignment. They served to complete the link in the vicious circle of rural educational deprivation. Most of the people entering teaching came from rural schools where they had received a poorer quality of educational experience. Once their training was completed, they generally returned to these rural schools, where their inexperience and limited educational preparation worked a further hardship on the rural student. Their limitations were exaggerated in significance when, as young, immature, inexperienced practitioners, they faced large classes in multiple grades, including high school student and immigrant children

The poorly prepared teacher

who did not speak English. It is little wonder that many people, both within and outside of the profession, voiced the belief that the most serious educational problem of the period was the rural school. So pervasive was this conviction that it overshadowed the more fundamental concern of the purpose of schooling in a time of social change. There were those who tried to explore this issue. They were clearly in the minority. The question in the minds of the majority was one of means rather than of ends. The result was that attention was centered on organizational, institutional and programming arrangements for schooling which were intended to replace outmoded practices. Rural high schools larger school districts, folk high schools, equitable taxation schemes, junior high schools and new curricula were explored. The public and government became most concerned and involved in proposals for structural and organizational changes designed to abolish the small school district and to replace it with a larger unit of administration. Such a change was intended to provide for a greater measure of equality of educational opportunity through distributing the taxation support over a larger population and providing centralized school facilities comparable to urban schools.

Concern over means rather than ends

Some educators and publics advocated curricular and methodological reform, particularly at the level of the elementary school. The majority of these suggestions were aspects of the progressive education movement, then in vogue throughout most of the United States. The advocates of this reform in Alberta were of two types. The larger of the two groups focussed

Interest in progressive education

their attention on the findings of child developmentalists and psychologists who claimed that their observations of children justified a different approach to schooling. In effect they argued for the greater involvement of the child in the learning process. To the proponents of this stance this meant a more active student, physically as well as mentally. Student interests, regarded as of paramount importance in learning, were to help determine the experiences of the classroom. In turn this meant a closer, more apparent link between what occurred in the school and in the every day activities of the child at home and in the community. Children should not be expected to divorce or to compartmentalize the learnings of the two environments. Child study, a burgeoning, influential field of investigation during the early twentieth century, emphasized the activity of the learner, recognition and acceptance of student's interests, individual differences, the value of a pleasant, attractive learning environment, integration of subject matter to parallel other learning experiences of children and acknowledgement of the whole child. Whereas the traditional school had emphasized mastery of a fixed curriculum, this new brand of educator placed less stress on intellectual development and more on attitude development, problem solving skills and character training.

A different perspective on the child, learning and teaching, an outgrowth of changing societal conditions

The new ends of education

There were those, fewer in number, who argued for the reform ideas of the progressives, for reasons beyond the psychological and pedagogical ones proferred by their colleagues. This limited

group saw in the ideas and practices of progressive education answers to the changing social conditions of the period. Fascism and communism were gaining in popularity in western Europe. As democratic governments and capitalistic economic systems faltered, there was a mounting fear that Canadians would begin to give serious consideration to these new totalitarian system. Schooling was seen as a means of safeguarding the democratic life. Using terminology identical to that of some contemporary politicians, these educators spoke of creating a new social order. They wanted future citizens to understand economic issues and to participate in the democratic process. Total democracy, meaning all people participating intelligently in decision-making and the economic and social advantages of society being widely distributed without class or racial bias, was heralded as the ultimate purpose of education. Children in school were to have the chance to identify their concerns as the basis of study and in turn be helped to plan, execute and evaluate their learning. In so doing they would acquire both the attitudes and skills essential to the successful operation of a democratic society. The leading and almost exclusive spokesman in Alberta for this reform, based on psychological, pedagogical and socio-political reasons, was Dr. H.C. Newland. His conviction that these ideas and practices were valid, led him to take positive steps to introduce them into Alberta schools.

The creation of a new social order

Democracy practiced in school

The appointment of a revision committee

In 1934, the Department of Education announced that a three member committee consisting of Donalda Dickie, Olive Fisher and William Hay, had been appointed to work under Dr. Newland, then Chief Inspector of Schools, to undertake a study of the elementary school program and to develop a revised curriculum. In spite of the fact that all four of these educators were avowed supporters of progressive education, particularly Newland who had just completed his doctorate at the University of Chicago, an attempt was made to suggest that the eventual modifications were indigenous to Alberta and responses to the local situation. For example, William Hay made the following observation:

> The new education procedures incorporated in our Revised Course of Study for Elementary Schools were not derived from forms of the Activity Program; they took form in accordance with progress toward a satisfactory solution of problems involved in the desirable improvement of our scheme of education for the schools of Alberta; particularly the rural schools. I think that Dr. Dickie and Miss Fisher will agree with the contention that I am making for Enterprise Education and the corresponding procedures incorporated in our new course that they are "home-grown products." Similar outcomes have occurred in other places from similar endeavors; the conditions promoting development have been mainly the same for all. Enterprise Education is the Alberta variety of a product more or less inevitable under the conditions of our times.

The Committee did not work in isolation. Freed from their usual departmental assignments, the two normal school instructors and one inspector, met with a variety of educational groups in the province to garner opinion on needed educational reform. Relatively early in their period of investigation,

The uncovering of the revision

sometime in the fall of 1934, the Committee revealed its interest in and inclination toward a reform based on the principles of progressive education. Appearing before the Legislative Committee on Rural Education, they described the new activity approach and outlined how it would help improve rural education. Despite the inclusion of this and related items on curriculum reform in its deliberations, the Legislative Committee, like many others, saw the rural school problem being centered primarily on organizational and administrative concerns. Although there was a gradual build up of interest in and awareness of the ideas and practices of the new educational movement in the late 1920's and early 1930's, the extent of the interest and awareness was still very limited. In other words these new ideas were not commonplace either in professional circles or with the public. Notwithstanding, the Revision Committee recommended to Dr. Newland in the spring of 1935 that a new curriculum area called enterprise, which was an embodiment of progressive education, be introduced into the schools of Alberta.

Development and experimentation

It was decided to experiment with the new approach before officially adopting it. Seventy-five teachers from all parts of Alberta were recommended by the inspectors and invited to use the revised program. Not only was this experimental project to help test the value of the new program, but it also was intended to provide a cadre of teachers who could help provide in-service assistance once the adoption was official. Their feedback, directed to Dr. Newland, was universally positive. No one bothered to

question the reliability of the experiment. Thus it was that in April 1936 the new program was officially sanctioned for introduction in September.

The announcement of the new methodology and curriculum was over-shadowed by other policy decisions announced by the new Social Credit government in 1936. The long and heatedly discussed matter of the large unit of administration was acted on in that same year. Also all teachers were required by law to become members of their professional organization, the Alberta Teachers' Association. While the Social Credit government did not initiate the planning on any of these matters, armed with a mandate for change, as a result of election to office in 1935, it did act. The new elementary school program, designed for

Other educational policy decisions

de 1 to 6, was to contain subjects and enterprises. Enterprise, a word chosen from British sources and resembling the American project, was both a content designation and a methodology. Initially, history, geography and civics were fused into the social studies and taught via this new method. The skill subjects were still studied as distinct content areas in the traditional way. The stress in the enterprise was upon a problem solving approach, an integration of subject matter along with reliance on student interest and activity. Clearly the method was designed to incorporate the new findings of psychologists on children's learning.

The new program

The process whereby the new program was introduced is of special interest. It is apparent that the reformers were cognizant

of the fact that teachers would need to be won over to the new program. Immediate acceptance was not likely to occur. The problem was confronted in a variety of ways. To begin with the use of the enterprise was made optional. Teachers were encouraged, but not required to use the new approach. The skill subjects retained their special status and treatment as separate, distinct undertakings. In other words, only a limited portion of the curriculum was to be associated with the enterprise approach. A program of instruction, familiarization and popularization was undertaken to help teachers become more aware and accepting of the proposed changes. Summer school programs, teachers' conventions and special columns in the ATA Magazine were utilized along with instruction through departmental inspectors to heighten the understanding and acceptance of the revisions.

The implementation process

In 1940 another curriculum revision was announced, this one extending the changes introduced four years earlier. The use of the enterprise approach was made mandatory. The number of subjects included in the integrated portion of the curriculum was increased through the addition of science, health and physical education. This was the high point in the acceptance of progressive education in Alberta. By 1945, only nine years after the initial endorsation of these new ideas and practices, the Department of Education reverted to a more traditional program. Statements of educational purpose and philosophy were purged of statements associated with the earlier reform. The pendulum was oscillating to the other extreme.

Extension of the reform

The end of the reform: new ends and means introduced

Numerous factors deserve recognition in accounting for this shift in perspective and for the relatively brief period of popularity of the new education. It was the cumulative effect of these factors rather than one or two isolated conditions which resulted in the change. Examination of the reasons behind the rejection of the reform affords some insight into the process of educational change and policy making.

Reasons for limited acceptance of change

One of the main problems evident in the attempted reform was that there was lack of clear agreement on the purposes of schooling. On the one hand there was the apparent disagreement between the supporters of progressive education and the advocates of the traditional, subject-centered approach. They differed both on the purposes and the means of education. Most of their controversy centered on the content and methodology of schooling, but the fundamental difference between these schools of thought resided in their conflicting view of what schooling should accomplish. Even among the supporters of progressive education there were varying perspectives. Some, like Newland, clearly saw the schools being used to reorder the society. They argued for an educational experience which would produce democratic citizens able and determined to participate in the affairs of society in an intelligent and concerned way. The goal was to move closer to total democracy. Others held no such lofty ideal. In fact they argued for use of activity methods and reliance on student interests as more effective means of motivating students. These

Failure to agree on the ends of schooling

new methods and curriculum were perceived as alternative ways of achieving traditional purposes. While there were instances of shared terminology to describe the goals of schooling, hindsight has revealed that different meanings were attached to these statements.

Another reason for the limited acceptance of the changes is related to the timing of the reform. When progressive education was being studied and introduced in Canada and Alberta, it was being seriously criticized in the United States. Reaction was already setting in elsewhere. An attempt was made to assert that the Alberta program was unique or "home-grown". This disclaimer was not sufficient. Further, the program was introduced at a time when school resources, especially in rural schools, were inadequate. A methodology and curriculum which was dependent on books, pictures, and other research materials was destined to experience difficulty during the Depression unless teachers were extremely resourceful. War also had a negative impact. Just as the normal schools were reaching a point where a number of their graduates were going into the schools, armed with an understanding of the new approach, many of these young people became involved in the war effort. Teachers were called back into service who had little or no familiarity with progressive education or the new enterprise approach.

Lack of supportive environment

Inadequate and insufficient resources

Teachers unprepared

Those involved with encouraging and facilitating the change failed to recognize in their change strategy that they

were not following the learning model which they were endorsing for the classroom. Essentially, for the classroom, they were saying that the students needed to be involved in identifying and defining their learning problem, in pursuing and applying knowledge and in evaluating their approach and findings. Dewey spoke of the reconstruction of experience as the basis of learning and growth. By applying the method of science to learning, the individual acquired a more intelligent, effective way of acting. As new situations were encountered or as problems arose in people's lives, they would analyze them on the basis of previous experiences and insights. They would calculate the anticipated outcomes of different courses of action, select the most appropriate alternative and act. In turn the result of that action would become a part of their future considerations.

The progressive educator's view of learning and acting. Learner involvement essential to changes

This model was not applied to curriculum change. Instead, a limited group, like a teacher in the traditional classroom, decided on the problem, selected the means of dealing with it, and required it for all. In this way a change was made at the level of policy, but it did not successfully filter down to the classroom in a way where it was given a fair trial. Many teachers tried the new ideas and practices, but when difficulties were encountered, reverted to what they believed would work. At least the old means got results which were readily observable. Department officials seemed more eager to "sell" the new approach than they were to evaluate the extent

to which it was working. Much effort and resource was expended in developing and introducing the program, but considerably less was spent on implementation, follow-up and evaluation to determine needed changes and refinements.

Comparison of two eras of change

The parallels between the 1930's and the 1970's are readily observable. Both periods were times of pronounced social change. The pluralism of values has left the schools without a clear-cut, unequivocal direction to follow. Rather than recognize and accept this pluralism, the tendency has been to assume that some agreement and unity on the goals of schooling exists, and in turn, that a specific program can be accepted for the schools. This denies the reality of the situation. We do not have a consensus on the values of society. Similarly, we do not have agreement on the goals of schooling, even though we have a statement of goals endorsed by government. If we continue to press for a set of very definite regulations and outcomes, it is likely that the acceptance of these will be short-lived and superficial. The experience and knowledge of the last fifty years should help us be aware of the need to involve people in the decisions which affect their lives. We need to be less concerned about having a tidy, well-ordered educational system and more concerned about having people, professionals and public alike, struggling together to clarify directions, problems and solutions. Our schools serve a cross section of the total society. We emphasize the diversity in talents, abilities, interests, back-

grounds and futures of our population, our schools need to reflect this. It is unreasonable to think that the school should be cast in a role as the bastion of outmoded practices and values. Such an expectation severely lessens the effectiveness of the school.

Alternative courses of action

As the question of the effectiveness of schooling becomes more prominent, two alternative courses of action emerge. One recognizes the pluralism of the social order, the confusion for the school, the need of society for citizens who can live with uncertainty and who can work together to deal with change and to create a new social order. The other approach highlights order and immediate, tangible results. There is stress on accountability. The pattern becomes clear, where institutions seem to fall short, the first step is to legislate goals. If this step does not produce the desired results, and it is not likely to, given the underlying lack of agreement in a pluralistic society, the next step is to legislate results. As predictable as is the latter course of action, it clearly denies the nature of a rapidly changing society. It also denies what we know about how people learn and how they come to accept change. These latter considerations speak for a process rather than product model of policy making.

The foregoing case study highlights a number of concerns which should be of fundamental importance to the Curriculum Policies Board.

1. At what levels and by whom should the needs for change be considered? Do the criticisms directed at schooling reflect a disagreement over end? means? both?
2. How are solutions, when needed, to be determined?
3. Are the values for schooling congruent with those for society?
4. Are the methods of curriculum change, including both determination and implementation, such that change will occur at the level of practice rather than just at the formal level?
5. Is evaluation a part of implementation? In other words is there a dynamic model of change in operation which ensures that feedback leads to further revision?

Chapter Three: Directions for the Future

Thus far attention has been directed to the nature of our society and to a case study of curriculum change. The description of contemporary society has highlighted the changing nature of our involvements and attitudes as well as the growing evidence of a value pluralism in our midst. Such conditions, given the interdependent relationship of school and society, make it difficult to identify and agree upon a clearly defined set of purposes and programs for the school. The case study selected from the decade between 1935 and 1945 illustrates the dilemma of determining and introducing curriculuar policy decisions in a period of social turmoil. Attention must be paid to the predominant values of society and to the development of an educational policy which is congruent with these values. In this concluding section of the paper an attempt is made to identify a number of general premises for the purpose of establishing a common framework for policy. These are followed by a number of generalizations about the process of schooling and the content and instruction in the school. The final part of this chapter outlines a series of recommendations pertaining to the nature of policy making and implementation.

It is one thing to observe that ours is a pluralistic society in the midst of change. It is quite another to build a consensus to serve as the basis for what we do in such a

period of transformation devoid of any readily apparent agreement on values. Yet, we cannot defer the decisions of everyday life until we have resolved the value dilemma of our time. We need to act; we must do so even when we do not have sure directions. This dilemma of having to act in the face of value conflict and confusion gives rise to a number of different reactions from members of our society. Some choose to avoid the issue through apathy and ignorance, others become angered and upset. The indifferent do little, the concerned find ways to become involved. The temptation has always been present during such times to yield to decision making processes which are authoritarian in nature. At least they offer certainty and efficiency. The challenge is to face the problem by encouraging maximum citizen concern and involvement. The school should assist in stimulating and enhancing this participation.

In order to begin the process, a number of premises have been identified. These, or appropriate alternatives, need to be acknowledged as the starting point of curriculum policy making. Harman has observed that the shape of society is "profoundly affected by the set of basic assumptions around which the prevailing belief system is built". Educational policy, clearly, is dependent upon the choices made among the range of alternatives.

Premises: Nature of Man

Humans, individually and collectively, have the potential to become many things, to create an almost limitless array of alternative lives. Not all of the alternatives are equally desirable nor are they compatible with the values traditionally associated with modern western civilization. The following represent some of our key beliefs about man:

1. Man is a thinking, rational, decision-making being with the power to regulate or control his future and because of this must be educated so that this capacity is developed and utilized. This means that the essential knowledge established over man's history must be transmitted, learned and expanded, thus ensuring future advancement.
2. There is a physical side to man's nature that, while limited by such constraints as size and co-ordination, has a potential which may be approximated through exercise, discipline and regulation.
3. Man's socio-emotional condition is an essential element of his make-up. Primary group relationships, characterized by warmth and acceptance, are vital to becoming more human.
4. Man's spiritual dimension is commonly acknowledged and accepted today and is regaining recognition as an important element in man's development. Acknowledgement of a spiritual

element to man gives rise to several questions about the interrelationship of his parts and the pre-eminence of any dimension. As spiritual considerations experience a resurgence, traditional views of knowledge are called into question.

5. Creativity and self-expression are significant in the growth of man. They must be provided for in his experience.

Premises: Nature of Society

1. The quality of man's existence is important, but it is to be measured in terms of human relationships and development of human potential rather than in terms of materialistic concerns such as degree of consumption, possession or accummulation.
2. Man differs in many ways, sex, age, intelligence, talent, physique, race, language, belief, etc. yet, despite these differences has the same inherent right to grow, develop and achieve in relation to his/her potential.
3. Although man is segregated by boundaries based on ethnic, language, political and/or economic considerations often identifying competing or contending populations, there is a commonality among all men that serves as a basis for

developing attitudes of brotherhood, interdependence and mutual responsibility.

4. There is a mounting degree of self-determination or freedom of choice evident. Individuals as they move toward realizing their potential to a greater degree are more inclined and able to choose for themselves. This choice needs to be influenced by the foregoing considerations so that selfishness and indulgence do not dominate.
5. Work is an essential part of the life of man. All should be prepared for it, both in relation to attitude and skills. However, as leisure increases, there is an equally apparent need to adequately prepare for it.

The process, content and instruction of schooling should reflect the values of society. In other words, the guidelines for the operation of the schools should be derived from and compatible with the foregoing premises.

Premises: Process:

1. The school climate should reflect an increase in warmth, in trust, and in the development of enduring human relations skills. As a force for peace in a world capable of destroying itself, education needs to provide survival skills such as learning to replace (a) force with persuasion, (b) discrimination with

equality, (c) authoritarianism with participation.

2. Since learning is a lifelong process, education should be seen as a seamless continuum of experiences from early childhood to old age.
3. Educational processes should be flexible, and rich in choices. Provision must be made for flexibility in order that implementation of the curriculum is relevant to the situation. It isn't just what you do, but also how you do it that makes a difference. The processes one follows are likely to determine, to a large extent, the success or failure of a given venture.
4. All members of society are entitled to the experiences and opportunities which are vital to their personal growth. Tradition, social class, race, sex, physical or mental atrributes should not serve as grounds for denial of education essential to one's full development.
5. The pluralistic, participatory nature of society suggests that decisions about schooling should be decentralized and located at levels where individuals, professionals and public alike, may have the greatest influence on them. This would seem to warrant the development of more school-based decision-making.

6. Emphasis should be placed upon building attitudes which will foster continuous learning and upon developing skills for confronting future problem areas.

Premises: Content and Instruction

1. For the majority of those attending school there is a minimum, essential level of competency in basic skills to be obtained in areas of communication and computation. Accelerating social changes and increasing complexity have enhanced the need for basic communication skills. Educational technologies have not reduced but have increased the need to read with understanding, to work accurately with number concepts, and to speak and write one's language without ambiguity. In addition to this basic level of attainment there is need for a variety of alternative experiences designed to cater to individual interests and abilities and to the different needs of society.
2. Students should be provided with opportunities to study their own society with a view to becoming aware of its growing complexity and its diversity in values and life styles. They should be consciously

directed toward those ideas important in the community of which they are a part.

3. In an increasingly interdependent world there is a reaffirmation of the need to develop a spirit of "global community." A significant task of education is to recognize and to promote the positive concepts of multiethnic, polycultural, and multilingual education in pluralistic societies.
4. If the schools are to provide for a wide range of student interests and abilities and also relate to community values, then considerable flexibility should exist and provision for alternative programs should be made.
5. Although our definition of work is likely to be altered, there will continue to be the need for preparing people to provide the services and goods of our society. Thus the schools should help to prepare youth for these experiences. At the same time they need to be equipped for the increased leisure time they will encounter. They will not begin to realize their potential unless they are helped to productively employ their time in both realms. The expansion of leisure places more stress on the need to create a learning society.

Recommendations

1. The CPB ought to define its role as an advisory/policy board, and make distinctions between the roles of the curriculum branch, school system, and teachers as agents for implementation.
2. The CPB should strive for the establishment of a dynamic rather than static model of change to keep abreast of societal conditions.
3. The CPB should function as policy analysts as well as policy determiners in order to ensure that the right issues are being addressed and that the proposed policy effectively deals with the concern.
4. Consideration should be given to the processes of change as well as to the details of a particular course of study or area of policy making.
5. Evaluation or follow-up studies should be commissioned and studied when policy is formulated.
6. In keeping with Items 4 and 5 the CPB should establish and maintain effective ways of surveying the total population relative to the quality and nature of schooling. The intent of this recommendation is twofold, i.e. avoid the tendency to rely on powerful and/or vocal opinion and be reasonably sure that there is a need to be addressed rather than to respond to whimsical preferences. It is important to avoid the tendency in education to join

bandwagons and to create needs in order to justify changing.

7. As difficult as the task may be, the stated goals for education and schooling should be made more clear and explicit. Periodic reviews should be undertaken as the interpretation of a statement may shift as conditions change.
8. The CPB should enlist the cooperation of the profession and public in identifying and discussing important problem areas and concerns and in developing and implementing appropriate alternative solutions.
9. The objectives and content of the various courses of study should be harmonized with the goals of schooling and the premises specified by the CPB.

EDUCATION FOR ALBERTA

*Adopted by the Legislature of the Province of Alberta
1978 05 15

INTRODUCTION

Goals are statements which indicate what is to be achieved or worked toward. In relation to basic education, goals serve several functions:

(1) they identify the distinctive role of the school and its contribution to the total education of youth;

(2) they provide purpose and direction to curriculum planning, implementation and evaluation;

(3) they enable parents, teachers and the community at large to develop a common understanding of what the schools are trying to achieve.

Society must periodically re-examine the goals of its schools. Changes in emphasis and minor adjustment of the basic goals may be required from time to time to keep pace with social change.

This statement of goals is to direct education for grades 1 through 12 in Alberta schools. It is the basis from which specific objectives for various subjects and grades shall be developed.

While the school makes a very important contribution to education, it is only one of the agencies involved in the education of youth. The home, the church, the media and community organizations are very significant influences on children. It is useful, therefore, to delimit the role of schooling in education. Education refers to all the learning experiences the individual has in interacting with the physical and social environment; it is a continuing and lifelong process. Schooling, which has a more limited purpose, refers to the learning activities planned and conducted by a formally structured agency which influences individuals during a specified period. There is, of course, a very close relationship between schooling and education - the learning which occurs in school influences and is influenced by what is learned outside the school.

GOALS OF SCHOOLING

Schooling, as part of education, accepts primary and distinctive responsibility for specific goals basic to the broader goals of education. Programs and activities shall be planned, taught and evaluated on the basis of these specific goals in order that students:

- Develop competencies in reading, writing, speaking, listening and viewing.
- Acquire basic knowledge and develop skills and attitudes in mathematics, the practical and fine arts, the sciences, and the social studies (including history and geography), with appropriate local, national, and international emphasis in each.
- Develop the learning skills of finding, organizing, analyzing, and applying information in a constructive and objective manner.
- Acquire knowledge and develop skills, attitudes and habits which contribute to physical, mental and social well-being.
- Develop an understanding of the meaning, responsibilities, and benefits of active citizenship at the local, national and international levels.
- Acquire knowledge and develop skills, attitudes, and habits required to respond to the opportunities and expectations of the world of work.

Because the above goals are highly interrelated, each complementing and reinforcing the others, priority ranking among them is not suggested. It is recognized that in sequencing learning activities for students some goals are emphasized earlier than others; however, in relation to the total years of schooling, they are of equal importance.

In working toward the attainment of its goals, the school will strive for excellence. However, the degree of individual achievement also depends on student ability and motivation as well as support from the home. Completion of diploma requirements is expected to provide the graduate with basic preparation for lifelong learning. Dependent on program choices, the diploma also enables job entry or further formal study.

GOALS OF EDUCATION

Achievement of the broader goals of education must be viewed as a shared responsibility of the community. Maximum learning occurs when the efforts and expectations of various agencies affecting children complement each other. Recognizing the learning that has or has not occurred through various community influences, among which the home is most important, the school will strive to:

- Develop intellectual curiosity and a desire for lifelong learning.
- Develop the ability to get along with people of varying backgrounds, beliefs and lifestyles.
- Develop a sense of community responsibility which embraces respect for law and authority, public and private property, and the rights of others.
- Develop self-discipline, self-understanding, and a positive self-concept through realistic appraisal of one's capabilities and limitations.
- Develop an appreciation for tradition and the ability to understand and respond to change as it occurs in personal life and in society.
- Develop skills for effective utilization of financial resources and leisure time and for constructive involvement in community endeavors.
- Develop an appreciation for the role of the family in society.
- Develop an interest in cultural and recreational pursuits.
- Develop a commitment to the careful use of natural resources and to the preservation and improvement of the physical environment.
- Develop a sense of purpose in life and ethical or spiritual values which respect the worth of the individual, justice, fair play and fundamental rights, responsibilities and freedoms.

The ultimate aim of education is to develop the abilities of the individual in order that he might fulfill his personal aspirations while making a positive contribution to society.

APPENDIX B

SCIENCE

ELEMENTARY SCHOOL OBJECTIVES

1. Skills

As a result of science instruction, the elementary school pupil should:

a) develop the ability to inquire, i.e., ability to think and investigate science through the use of process skills (behaviours) such as observing, classifying, communicating, inferring...

b) demonstrate manipulative skills in the use of apparatus in order to conduct investigations.

2. Attitudes

Much of the spirit and meaning of science is transmitted to students from the teacher. The teacher must create conditions of learning that will enable the student to:

a) demonstrate a growing curiosity and interest;

b) demonstrate intellectual honesty;

c) be open-minded;

d) look for cause-effect relationships;

e) suspend judgment when data is inadequate;

3. Concepts

As the student proceeds through the elementary school science program, he should develop an increasing body of scientific information in the form of concepts.

JUNIOR & SENIOR HIGH SCHOOL OBJECTIVES

1. To promote an understanding of the role that science has had in the development of societies -

   a) history and philosophy of science as part of human history and philosophy,

   b) interaction of science and technology,

   c) effect of science on health, population growth and distribution, development of resources, communication, transportation.

2. To promote an awareness of the humanistic implications of science -

   a) moral and ethical problems in the use and misuse of science;

   b) science for leisure-time activities.

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3. To develop a critical understanding of those current social problems which have a significant scientific component in terms of their cause and/or their solution -

   a) depletion of natural resources;

   b) pollution of water and air;

   c) overpopulation;

   d) improper use of chemicals;

   e) science for the consumer.

4. To promote understanding of and development of skill in the methods used by scientists -

   a) processes in scientific inquiry such as observing, hypothesizing, classifying, experimenting and interpreting data;

   b) intellectual abilities such as intuition, rational thinking, creativity, and critical thinking;

   c) skills such as manipulation of materials, communication, solving problems in groups, and leadership.

5. To promote assimilation of scientific knowledge -

   a) emphasis on fundamental ideas;

   b) relevance of scientific knowledge through inclusion of practical applications;

   c) application of mathematics in science;

   d) inter-relationships between the sciences;

   e) open-endedness of science and the tentativeness of scientific knowledge.

6. To develop attitudes, interests, values, appreciations and adjustments similar to those exhibited by scientists at work.

7. To contribute to the development of vocational knowledge and skill -

   a) science as a vocation;

   b) science as background to technical, professional and other vocations.

PHYSICAL EDUCATION

ELEMENTARY SCHOOL OBJECTIVES

The program in physical education provides the child with an opportunity to develop:

1. motor skills
2. physical fitness
3. emotional control
4. socially acceptable behaviour and
5. desirable knowledge and attitudes to leisure time activities.

JUNIOR & SENIOR HIGH OBJECTIVES

1. The development of a strong body and soundly functioning body systems.
2. The development of recreational and utilitarian skills.
3. The development of a wholesome interest in physical activities for wise and constructive use of leisure time.
4. The development of desirable standards of behaviour and the ability to get along well with other people.

HEALTH

ELEMENTARY SCHOOL OBJECTIVES

1. Body Structure & Function

   To develop an understanding of body structure and function as a basis for healthful living.

2. Food & Nutrition

   To develop the acquisition of good food habits, understandings, attitudes and appreciation as they affect the child's health.

3. Prevention & Control of Sickness & Disease

   To develop in the child attitudes, appreciations, understandings, and worthwhile practices which contribute to the protection and promotion of his own health and the health of the community.

4. & 5. First Aid and Safety

   To help children recognize situations involving hazards and to develop habits of carefulness and obedience to safety rules at home, on the street, in school or at play, and to help prepare children to face situations involving sudden illness or accidents.

6. Cleanliness & Personal Appearance

   To develop those attitudes and appreciations which encourage continued improvement in acceptable appearance, cleanliness and correct posture.

7. Personal Development & Mental Health

   To help the child acquire a sense of belonging and adequacy so that he can adjust to the demands of daily life and establish satisfactory relationships with others.

JUNIOR HIGH SCHOOL OBJECTIVES

Basic Understandings:

1. An understanding of the nature of the human being - physical, mental, emotional, and social - is basic to successful application of the principles of healthful living.

2. Good health is a state of complete mental, physical, social and spiritual well-being as well the absence of disease and infirmity.

3. Physical and mental health are closely related.

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4. The state of an individual's health, physical and emotional, should be considered in the choice of a vocation for it is a factor in success.

5. Keeping oneself in good physical and mental health helps one meet more successfully the problems encountered in everyday living.

6. The principles of good mental hygiene act as guides to the development of desirable personality traits.

7. Growth and development - physical, mental, emotional, spiritual and social - are continuing processes throughout the life of the individual.

8. Both are influenced by diet, exercise, rest, relaxation, recreation and freedom from sickness and accident.

9. Practices of wholesome and unwholesome living have certain physical and psychological effects upon the human being.

ELEMENTARY SCHOOL OBJECTIVES

The general objectives of the elementary school mathematics program are of two related types, those dealing with the learner and those dealing with mathematical content.

A.1. The program should foster within the learner:

a) a sense of accomplishment and success with mathematics which should lead to positive self-concepts, and

b) a positive attitude towards mathematics.

B.1. The program should provide the capacity to cope with the environment through development of process skills:

a) Communicating - the receiving of mathematical data and expressing results in such a way that others understand.

b) Decision making - being able to define a problem, produce hypotheses about it and plan strategies to test these hypotheses.

c) Organizing - the collection of information and sorting it into meaningful units which fit previous organizations and allow for the addition of future elements.

d) Creating - starting with an idea and following it through to a product.

2. The program should provide for the development of an understanding of numbers, operations and properties, measurement, geometry, and graphing through:

a) Mathematical literacy - receiving, understanding, and using terms and symbols.

b) Arithmetic skills - the ability to recall basic facts and to compute.

c) Application - the ability to apply appropriate method and content to solve problems.

JUNIOR HIGH SCHOOL OBJECTIVES

The goals of junior high school mathematics are to develop skills of ordering, organizing, analyzing, and applying information in a critical and objective manner. More specifically the mathematics program should provide learning experiences specifically designed to enable students:

1. to acquire those basic mathematical skills and attitudes which are considered by society to be necessary for day to day life;

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2. to become aware, through exploratory studies, of mathematics as a discipline and mathematics as a tool for use in a variety of practical 'real life' situations; and

3. to pursue further study of mathematics in preparation for lifelong learning, further formal study and/or employment.

SENIOR HIGH SCHOOL OBJECTIVES

1. To develop an understanding of mathematics as a creation of man and to develop an appreciation of the contribution of this discipline to the progress of civilization.

2. To develop precision in thought and expression.

3. To develop and maintain an understanding of the operations and concepts of mathematics.

4. To develop and maintain skill in mathematical operations.

5. To develop powers of logical analysis of problems and of presenting their solution in a clear and precise manner.

ELEMENTARY OBJECTIVES

The specific goals are to:

a) understand the language when spoken at normal speed on a subject within the range of a student's experience;

b) speak well enough to communicate with a native speaker on a subject within the range of the student's experience;

c) write, using authentic patterns of the language;

d) read with direct understanding, without recourse to English translation, material on a general subject;

e) understand linguistic concepts, such as the nature of language and how it functions through its structural system;

f) understand, through the language, the contemporary values and behaviour patterns of the people whose language is being studied;

g) acquire an understanding of the significant relationships between the features of the area or country (geography, economics, political, historical) and the language itself;

h) develop an understanding of the literary and cultural heritage of the people whose language is studied.

JUNIOR & SENIOR HIGH SCHOOL OBJECTIVES

A. Cultural Objectives

The student should be able:

1. to understand the values and behaviour patterns of the people whose language is being studied;
2. to appreciate the contributions made to civilization by these people.

B. Linguistic Objectives

1. to understand the structure and functioning of the language being studied;
2. to apply this knowledge to the acquistion of skills needed:
   a) to understand the language when spoken at a normal speed on a subject within the range of a student's linguistic experience and areas of interest;
   b) to speak the language well enough to communicate in it within the limitations mentioned above;
   c) to read in the target language with direct understanding for information and enjoyment;
   d) to write with reasonable ease anything he can say in the language.

INSTRUCTION IN FRENCH

AIMS & OBJECTIVES

In 1969, the Elementary and Secondary Curriculum Boards approved the following statement of aims and objectives as a language of instruction:

> The primary thrust of bilingual education for children who do not speak English as a native language should be that of helping the child to develop an awareness of and a pride in his culture and an understanding of the culture of the majority society while simultaneously learning to communicate effectively in his own language as well as in English. For the English-speaking child, bilingual education should enable him to become aware of and to develop an appreciation for the cultural group whose language he is learning while gaining fluency in this language as well as in his own.
>
> In addition to the objectives usually attempted in Alberta schools, the following objectives have been suggested for students enrolled in classes where French and English are used for instructional purposes:

1. encourage the learning of English and French in order to:
   a) allow all students wishing to learn English and French the opportunity of learning these languages for the purpose of communicating effectively in the two languages;
   b) allow all these students to become aware of the English and French cultures in a direct manner;
   c) provide an opportunity to facilitate communication between French and English speaking Canadians.
2. help develop persons who are fluent in the use of both English and French in order that:
   a) they may learn to express themselves correctly and fluently in both languages in such areas of living as work, recreation, politics, economics, religion and home activities;
   b) they may successfully acquire adequate preparation to continue post-secondary education in either or both languages.

INSTRUCTION IN UKRAINIAN

AIMS & OBJECTIVES

In addition to the objectives outlined for the regular school programs in Alberta, objectives specific to the acquisition of the Ukrainian language and appreciation of culture outlined as the following, are a feature of the program:

1. to develop a functional use of the Ukrainian language with the ability to understand Ukrainian when it is spoken; to participate easily in conversation as well as read and write in Ukrainian, within limits of their experience in the language;
2. to develop an understanding and appreciation of cultural attitudes, values, customs and traditions of people of Ukrainian origin and to foster a security in one's identity;
3. to facilitate the development of positive attitudes towards learning other languages and understanding of other cultures.

GRADE NINE GUIDANCE

The theme of this course is decision-making. This process involves the ability to effectively assess a situation in order to choose, from the alternatives, the most appropriate behaviour.

Student understanding and use of decision-making skills should result in an increased ability to:

1. plan
2. assess one's own abilities, interests, values and personality
3. relate this assessment to vocational requirements
4. make good educational, vocational and personal decisions
5. apply the decision-making model to any choice situation
6. take responsibility for his own educational, social and personal adjustment.